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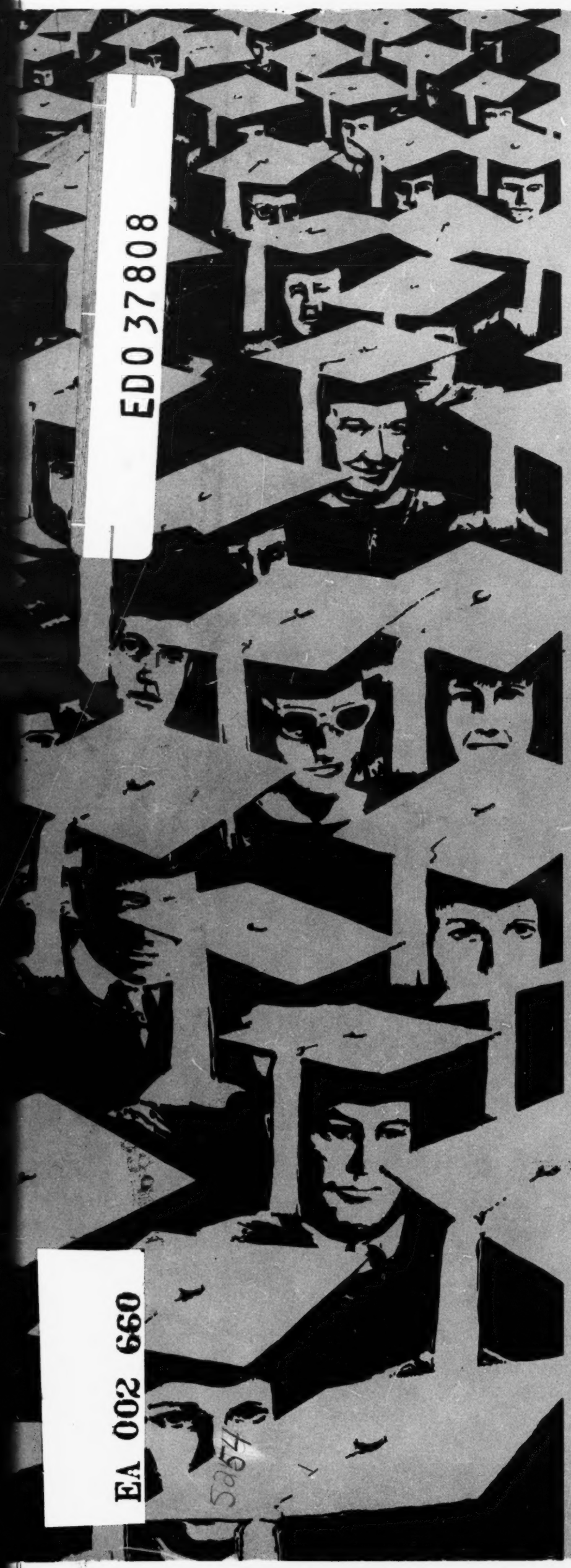
ABSTRACT

In July 1967, the Idaho State Department of Education requested the College of Education of the University of Idaho to undertake a study of the organization of the public school districts of the State. This publication contains a compilation of speeches and proceedings of the initial State conference at the University of Idaho. This conference was conducted by the staff of the Idaho School District Organization Study (ESEA Title III and V) and was designed to involve in the planning process leaders from business, labor, and industry, the State Department of Education, the State legislators, and leaders of professional organizations. It was organized to accomplish the following objectives: (1) Introduce conference participants to the School District Organization Study; (2) report patterns and trends in school district organization; (3) invite conference participants to become actively involved in the study, within a formal structure; and (4) receive feedback from participants concerning the structure of the study. The first publication of the study, entitled "An Invitation to Planning in Education," is included. A related document is EA 002 640. (DE)



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EDUCATIONAL SURVEY and PLANNING SERVICES

SCHOOL DISTRICT ORGANIZATION STUDY

AN INVITATION TO PLANNING

BUREAU of EDUCATIONAL RESEARCH and SERVICES

UNIVERSITY of IDAHO
MOSCOW, IDAHO

ED037808

IDAHO SCHOOL DISTRICT ORGANIZATION PROJECT

Report of the October Conference

Planning for School District Organization in Idaho

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

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Edited by
Thomas O. Bell
Project Director

November 14, 1967
University of Idaho
Moscow, Idaho

TABLE OF CONTENTS

	Page
Preface	ii
WELCOME TO CONFERENCE Dr. Everett Samuelson, Dean College of Education, University of Idaho	1
BACKGROUND OF THE PROJECT Robert Gibb, Idaho Director Eight-State Project	2
THE IDAHO SCHOOL DISTRICT ORGANIZATION STUDY Dr. Thomas O. Bell College of Education, University of Idaho	3
LOCAL SCHOOL SYSTEMS AND SCHOOLS FOR THE FUTURE Dr. Edgar Morphet, Director Designing Education for the Future Denver, Colorado	17
AN APPROACH TO THINKING AND PLANNING TOGETHER FOR EDUCATION IN IDAHO Dr. Ralph Purdy, Head Department of Educational Administration Miami University, Oxford, Ohio.	23
REPORTS OF CONFERENCE PARTICIPANTS	
A. Discussion Guide	39
B. Reports by Groups	40
C. Summary of Indicated Participation	56
SUGGESTIONS FOR CONSULTANTS AND PLANNING COMMITTEES	57
CONFERENCE PARTICIPANTS	63

Preface

On October 27, 1967 the staff of the Idaho School District Organization Study conducted an initial State Conference at the University of Idaho, Moscow, Idaho. The topic for the Conference was Planning for School District Organization.

This Conference was designed to involve leaders from business, labor, industry, the State Department of Education, the state legislators, and professional organizations in the planning process.

The Conference was organized to accomplish the following objectives:

(1) Introduce conference participants of the School District Organization Study.

(2) Report patterns and trends in School District Organization.

(3) Invite conference participants to become actively involved in the School District Organization Study within a formal structure.

(4) Receive feedback from conference participants concerning the structure of the School District Organization Study.

This publication is a compilation of speeches and proceedings of the conference.

We express our sincere appreciation to the conference participants from throughout Idaho who attended and contributed to the project.

As other reports and position papers are received from various organizations they will be published and distributed to all the conference participants.

Thomas O. Bell
University of Idaho

WELCOME TO THE CONFERENCE

Dean Everett Samuelson

We consider the study on Idaho School District Organization a timely and challenging undertaking. The task ahead in this project will prove to be complex; a task that will take the full cooperation of all agencies of the state and the best thinking that can be given by those who have an interest in improving educational opportunities for the boys and girls of Idaho.

The College of Education at the University is pleased to be a part of this project. It is our hope that the research, planning, and dissemination activities will result in a more effective, efficient, and acceptable organizational structure for education in Idaho.

We welcome each participant to the University of Idaho and extend our best wishes to you for a successful conference.

BACKGROUND OF THE PROJECT

Mr. Robert Gibb

The following information is a summary of background information concerning the Idaho School District Organization Project as presented by Mr. Robert Gibb representing Superintendent Del F. Engelking.

Purposes of the Project:

1. Emphasize an awareness of the need for more effective school district organization.
2. Clarify the role of professional and lay organizations in school district organization.
3. Develop guidelines for school district organization.
4. Pool the resources of the State of Idaho in making a joint attack upon a common educational problem.

Activities:

1. Identification, analysis, and interpretation of research on school district organization.
2. Identifying programs and services of quality, with efficiency and economy of operation.
3. Dissemination of information on school district organization.
4. Investigate problems and potentials involved in educating students in small, remote schools--schools which are necessary operating units.

Project Staff: Dr. Thomas O. Bell, Project Director; Philip George, Graduate Research Assistant; James Monasmith, Graduate Research Assistant; Wayne Phillips, Graduate Research Assistant; Mrs. Dorothy Phillips, Secretary; Karen Parriott, Student Artist; Kathlyn Bockmier, Student Typist.

Financial Sponsorship:

Title V, Public Law 89-10, Elementary and Secondary Education Act of 1965

Consultants to date: Dr. Edgar Morphet, Dr. Ralph Purdy, Dr. C. O. Fitzwater, Dr. O. E. Kjos

Sponsoring Agency: College of Education, University of Idaho under a contract with the State Department of Public Instruction

Steering Committee:

Dr. Everett Samuelson - Dean, College of Education, University of Idaho
Dr. Richard L. Willey - Dean, College of Education, Idaho State University
Mr. Del F. Engelking - State Superintendent of Public Instruction
Mr. Harold Farley - Deputy State Superintendent

Consultative Agencies: College of Education, University of Idaho; College of Education, Idaho State University; Idaho State Department of Public Instruction; Bureau of Business and Economic Research; United States Office of Education; Great Plains School District Organization Project; Northwest Regional Educational Laboratory

SCHOOL DISTRICT ORGANIZATION PROJECT

Thomas O. Bell

May I add my welcome and express our appreciation for your interest in coming. We hope that this will be an interesting day for you and ultimately result in improved quality of education in Idaho.

We wish to take a look at a problem that many people consider to be a major obstacle to effective and efficient education in Idaho School District Organization.

In the time allotted me I would like to first present a brief overview of the historical development of our present structural organization for education in Idaho. Secondly, we will take a look at some of the limitations of the present structural organization. Lastly, I would like to present our proposed operational approach to finding alternative solutions to some of the problems in school district organization in Idaho.

The intent of the emphasis of our project is certainly not to belittle the fine efforts of those who have worked and planned in this area in years past. Indeed, Idaho has a proud heritage of public school development. For example, at the time of statehood, 410 public schools were already in operation. As one looks at the historical development of our schools it is apparent that a philosophy of keeping the schools close to the people developed early. New school districts and school construction flourished during the early 1900's. By 1920, Idaho had 430,000 people and 1,439 school districts. In the early 1930's, legislation permitted school districts to combine a temporary base. This

arrangement tended to slow the consolidation movement. By 1947, Idaho still had over 1,000 districts.

In 1947, leaders of the state, realizing the necessity of more efficient school district organization, went to work on the problem. Their approach can be classed as somewhat mandatory in nature. When the smoke had cleared in 1961, the number of districts was reduced to 118.

Since this period, the activity in school district reorganization has been limited. Small school districts, in the absence of state-wide inertia present during the reorganization period, have been reluctant to consider other alternatives to their present small local school districts. However, during recent legislative sessions there has been evidence of an increasing concern for creating more positive means of developing a more effective and efficient pattern of school district organization. For example, the 1967 legislature considered a bill which would have merged the 11 non-operating high school units to high school operating districts; thus assuring the students an articulated program 1-12. In another move, it was proposed to reduce the present 117 school districts to 44 county school districts.

Many of you are aware that the 1965 and 1967 McClure reports recommended study and activity in school district organization. In 1965, the report stated, and I quote:

> "The observations in this study leave no doubt about the wide range among school districts in their programs of instruction and professional services."

In 1967:

> "There are many indications that this state will have to re-examine its organization of local school districts before it can

fully implement a plan of adequate financial support for all children."

Many other leaders in the state have been equally concerned with finding a better alternative to organizational structure instead of the present pattern of school districts which now exists in Idaho. We share this concern.

May I examine with you our present structural pattern of school districts at this point in time. Our system of government makes the states responsible for the organization and administration of public education. Most states share the responsibility for the organization, administration and support of public schools with local school districts. These school districts are created by the legislative process and exist only at the will of the state legislature. Hypothetically, the next session of the legislature could abolish all school districts and create one school district such as is the case in Hawaii. In Idaho, however, we have considered the local district a necessary structure to provide educational programs and services to meet the needs of the youth in that district.

Just what is a school district? A local school administrative district comprises an area served by a single system of administration, under the jurisdiction of one board of trustees and includes--one teaching staff, a single budget, one uniform tax levy, but may include several attendance units. The local district is created and empowered by state legislative action to administer a public school system.

Today Idaho has 117 legally constituted public school districts. We should also mention the Junior College areas and Area Vocational schools. Actually when considering numbers alone we can boastfully

say that Idaho has been a national leader in school district reorganization. However, a closer analysis of the existing 117 districts shows some apparent inconsistencies and inequities of educational opportunities. One hundred and six of these school districts are maintaining educational programs 1-12. (A few have kindergarten.) Eleven of the districts are non-high school operating units. The districts range in size from less than 10 students in the smallest to more than 21,000 in the largest. Idaho's 106 high school operating districts operate 126 public high schools. The range in size of the high schools is from less than 30 in grades 9-12 in the smallest to more than 1,600 in the larger districts.

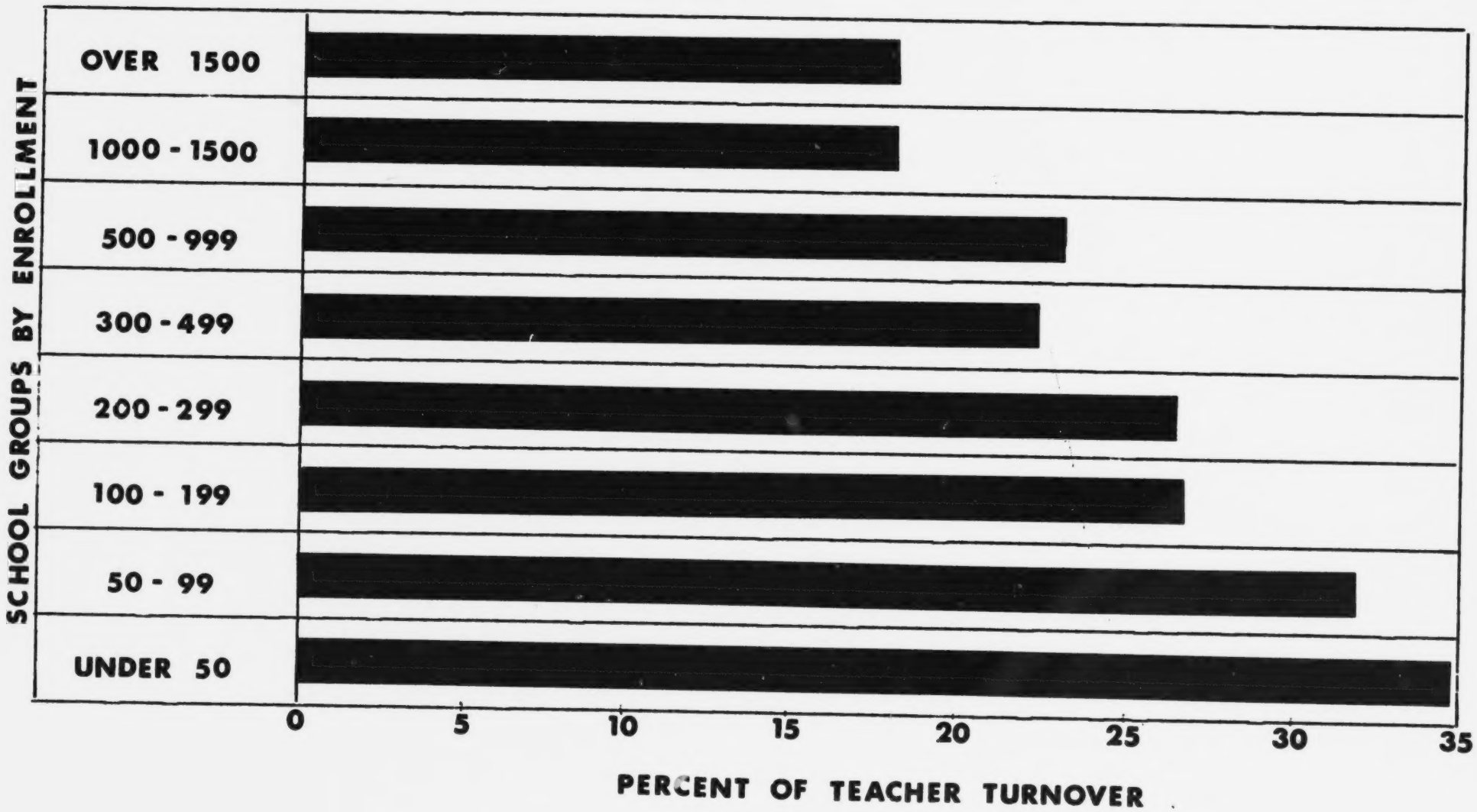
Is each of these school districts equally capable of providing quality education? May I present some preliminary evidence which may indicate that our present structure is in fact not providing this equity in educational opportunity to all boys and girls of this state. (And, of course, this concern led to our inviting you here today.)

May we first look at the prime factor in a quality educational program--the teacher. In 1965, Idaho State University completed their fine teacher turnover study. From this extensive study they concluded:

> "An important factor that was most evident in our findings was the movement of individuals from smaller towns to larger ones, from smaller school districts to larger ones, and from smaller sized schools to larger ones. This finding was not obvious in the 1964 Idaho teacher turnover study. What this may mean is that the smaller sized school district may be placed in a position that it must face the alternative of hiring "captive" local teachers, or be perennially faced with substantially large yearly faculty turnover rates."

Is there then a "brain drain" from small schools? For further illumination in this area we are examining accreditation reports from 1960-66. The tabulation of the results show that smaller high schools have a higher rate of turnover. (See the table on page 7.)

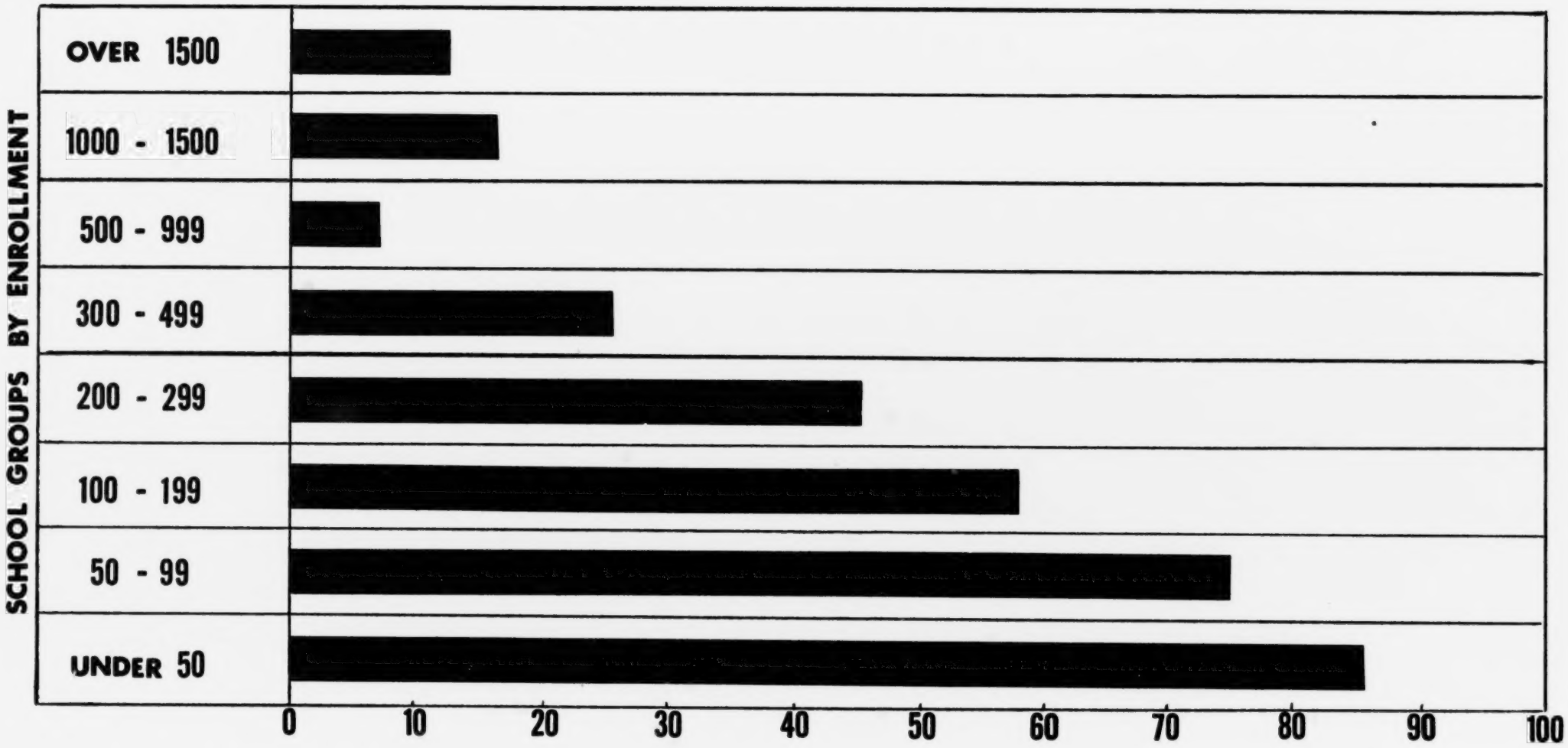
PERCENT OF TEACHER TURNOVER IN IDAHO PUBLIC HIGH SCHOOLS



What of the quality of teaching? We recognize that this is a difficult factor to measure. At this point may we refer to two sources for criteria. My first reference is to state the accreditation reports. These reports are submitted annually by each high school to the State Department and the Northwest Accreditation Association. Minimum standards are established by these agencies in seven categories. May I refer to category five concerning minimum standards for school personnel.

Teachers must meet minimum standards in professional training and subject area preparation. The school principal must hold valid certificates qualifying him for his position as principal. The librarian should meet minimum certification requirements as librarian. The table on page 9 indicates that over 80% of high schools with enrollments under 50 students failed to meet this minimum standard. High schools with enrollments of 100 and under-over 70%, and so forth.

PERCENTAGE OF SCHOOLS FAILING TO MEET ACCREDITATION STANDARD FIVE *



*STANDARD V PERSONNEL

Teachers must meet minimum standards in professional training and subject area preparation.
School principal must hold valid certificate qualifying him for his position as principal.
Librarian should meet minimum certification requirements as librarian.

Secondly, we refer to a recent doctoral study of 100 Idaho high schools. In this study, Anderson examined the preparation of social studies teachers in these schools. The following table reports the comparisons of the training of these teachers--those who are now in large schools with those teaching in small schools.

COMPARISON OF THE TRAINING OF SOCIAL STUDIES TEACHERS IN THE LARGEST AND SMALLEST HIGH SCHOOLS IN IDAHO*

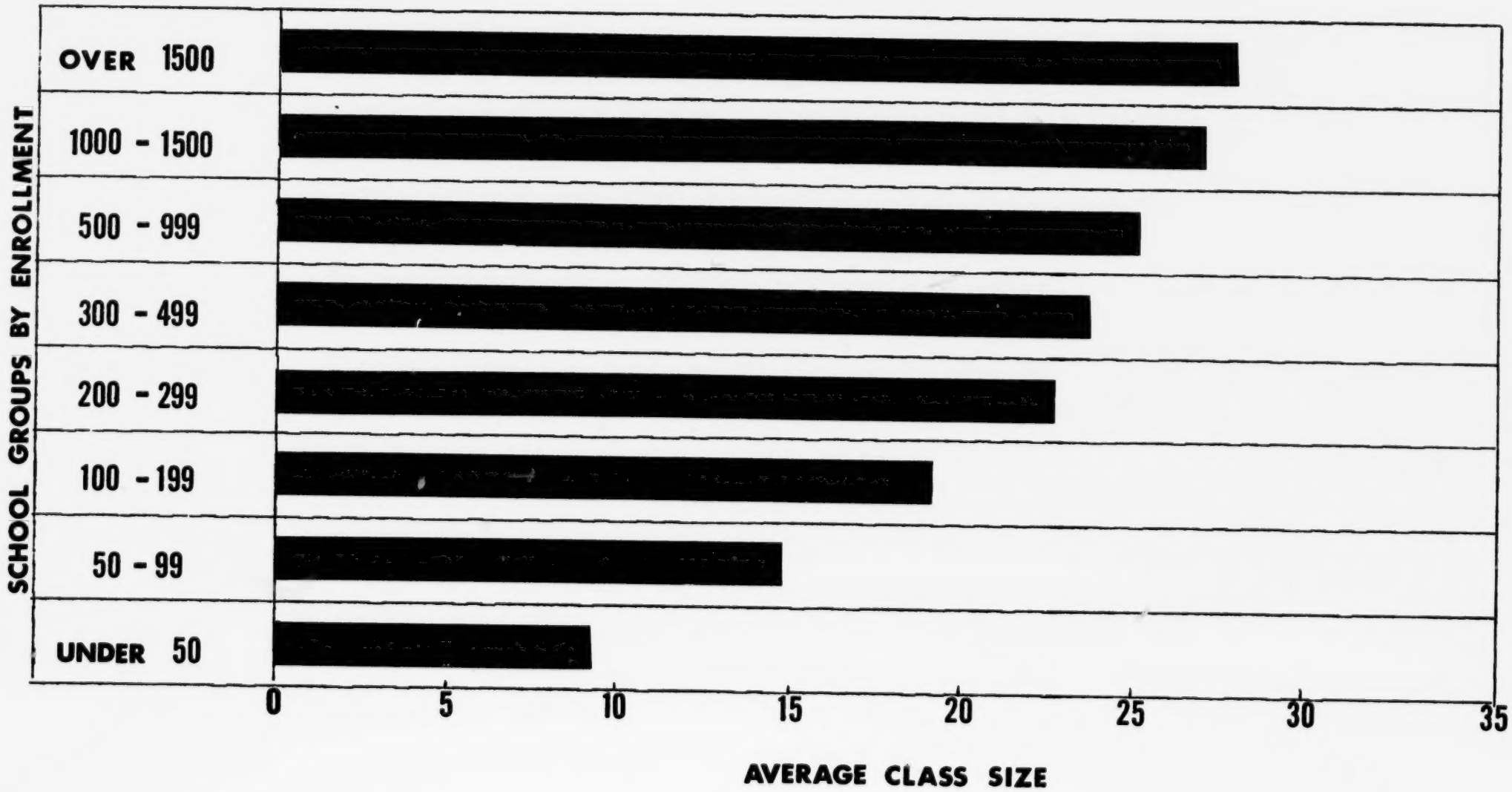
(Random Sample)

Categories	Grade Point Averages for all Social Studies Subjects in Which Three or More Courses were Taken	Percentage of Teachers Who Have Taken at Least Three or More Courses in Two or More Social Science Fields
Teachers in Schools with over 1,000 Students	2.83	63%
Teachers in Schools with fewer than 100 Students	2.53	33%

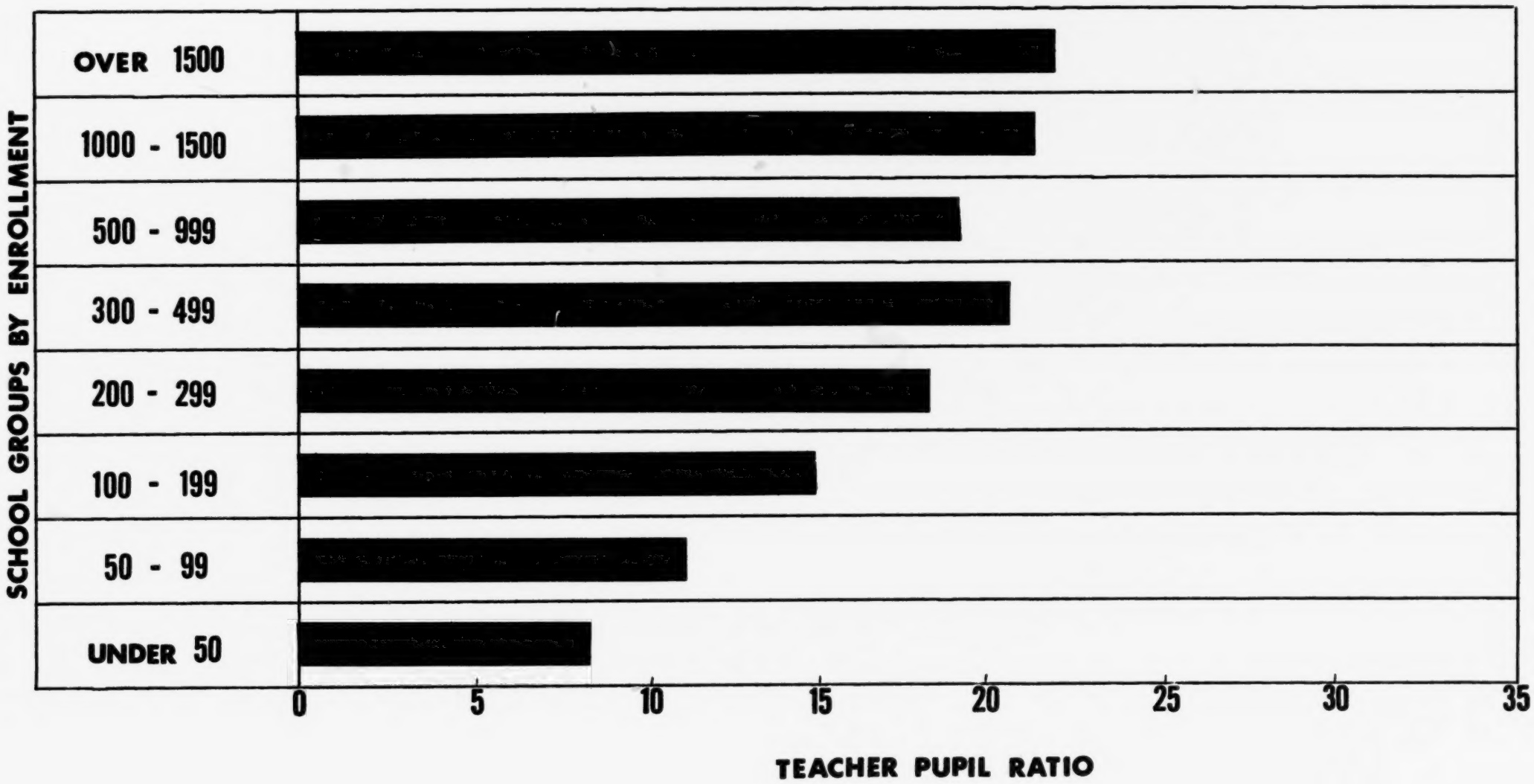
These are all rather strong inditements against the small school. However, it is often claimed that smaller schools permit a closer relationship between teachers and pupils. The table on page 11 shows class size and, of course, indicates smaller schools do have smaller classes. By the same token the pupil-teacher ratio is less. (See the table on page 12.) Some claim because of the more advantageous pupil-teacher ratio, the teacher in the smaller schools can become

*Lawrence Conrad Anderson, An Analysis of the Academic Preparation and Teaching Assignment of Idaho High School Social Studies Teachers July, 1967 (A doctor's dissertation).

AVERAGE CLASS SIZE IN IDAHO PUBLIC HIGH SCHOOLS



TEACHER PUPIL RATIO IN IDAHO PUBLIC HIGH SCHOOLS

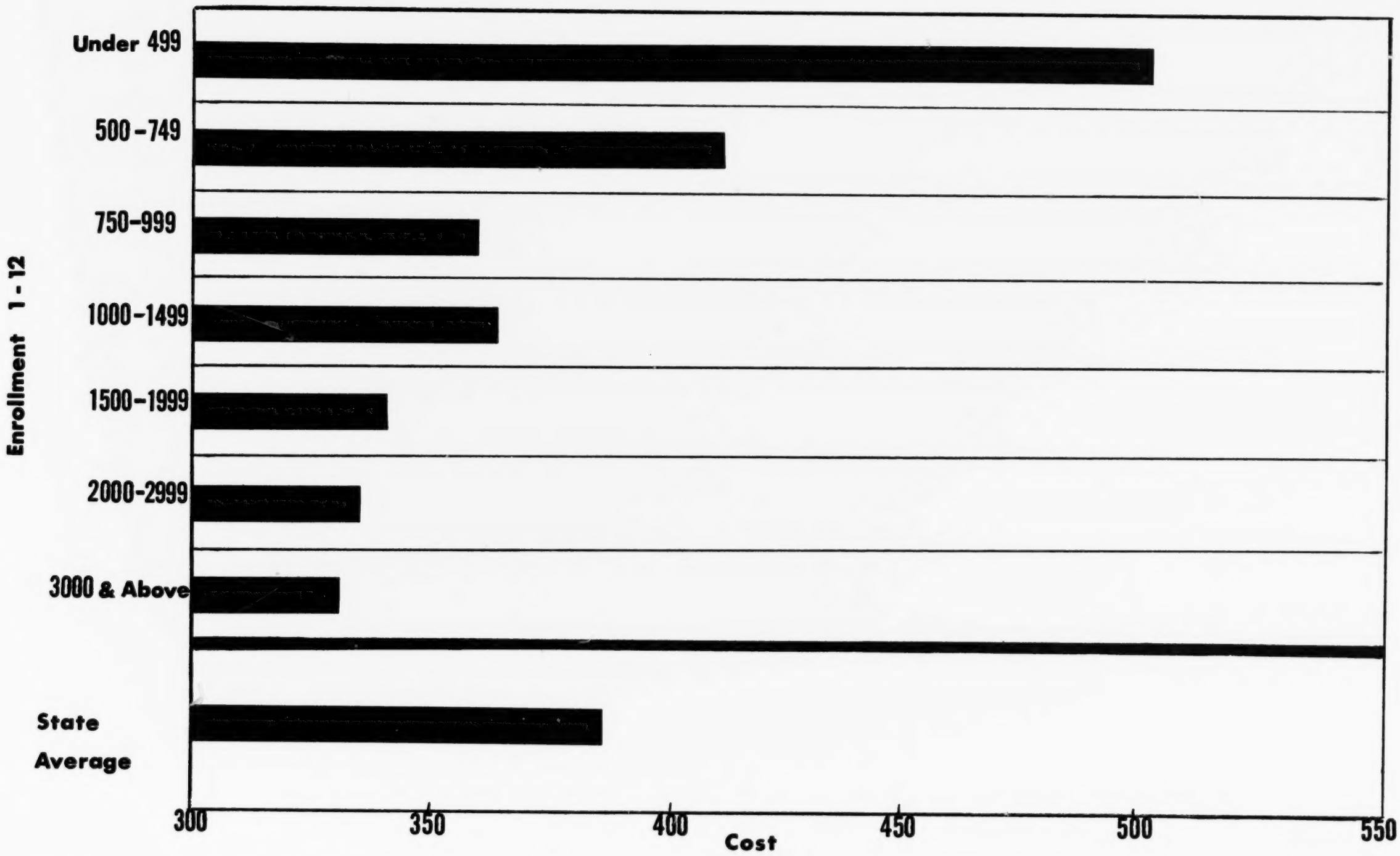


better acquainted with problems, needs, abilities, and aspirations of each student. It is said that this closer relationship more than compensates for any limitation in facilities and programs in smaller schools. Quite possibly benefits are gained by the unique atmosphere of a small school. These subtle benefits cannot always be measured. Two other major factors, however, are measurable. One is cost of this low per pupil ratio. The table on page 14 illustrates the per pupil cost in school districts of various size in 1965-66. Obviously we must pay more per student for this low teacher-pupil ratio.

Another factor that has been measured is pupil achievement. For example, is there any relationship between size of school and pupil mastery in basic school subjects--English, mathematics, science, and social science? These data have not yet been compiled or analyzed in Idaho. However, Iowa has completed such a study and although there are vast differences between Idaho and Iowa their definitive research can cause us to speculate if the same is not true in our state.

What did the Iowa study do? Each fall since 1942 the Iowa Test of Educational Development has been administered by the University of Iowa to all school pupils. In essence the Feldt study, as it is called, compared the achievement of pupils from various size schools--9th graders and 12th graders. Comparison of Average Pupil Achievement (Grade 12) in the typical large school with Average Achievement in smallest schools is listed by subject area and per cent of very small schools which were exceeded by the typical large school.

PER PUPIL COST BY SCHOOL DISTRICT SIZE 1965-66



These percentages show the per cent of small schools exceeded by large schools.

Social Studies	84%
Science	71%
English	79%
Mathematics	72%
Literary Appreciation	84%
Vocabulary	85%
Composite	83%

May I read the conclusion drawn from this study:

> "There is little doubt concerning the implication of these findings. The pupil who receives his elementary education in a rural school and his secondary education in a rural high school of 100 or fewer students suffers a form of educational double jeopardy. His achievement at the high school entrance will, in all likelihood, be lower than the average for the state. During the high school years the extent of his disadvantage is very likely to increase. It seems clear that the hypothesized merits of attendance at small schools have no basis in the feats of student achievement."

Although many claims for the small school may be well founded, in the state of Iowa at least, graduates from small schools, on the average, achieved significantly below the graduates of large schools.

Findings and conclusions from still another study have also caused us concern. In April, 1967, Paul Ford and others associated with the Northwest Regional Educational Laboratory completed a study and reported their findings in Remote High Schools: The Realities. At least one of their conclusions is pertinent to this discussion, and I quote:

> "A major conclusion of this report is that the small, remote high schools studied do not take advantage of their small size. Frequent contacts among teachers, students, and parents, are not

utilized to offer imaginative programs for the education of rural youth. Rather than taking advantage of the potential that exists here, the small high schools appear to be imitating traditional patterns of program organization and staff utilization. Such program organization and staff utilization were discarded by the fine large high schools decades ago.

It is our conclusion the educational advantages found in the remote high schools studied are presently outweighed by disadvantages. The disadvantages arise from outdated and inadequate curricula and methodology and from activities and facilities which are too limited."

Certainly many of these problems prevail in our state. Our involvement here at the University of Idaho has been stimulated out of a concern to seek solutions to these problems. It is our hope that the study of School District Organization will serve this end.

May I briefly review with you the perimeter of our project. The specific objectives include:

1. Provide descriptive data, information, and insights essential to an understanding of the current status of school district organization in Idaho.

2. Examine various approaches and trends of school district organization.

3. Determine a structure which will provide comprehensive programs of quality education to meet the needs of all youth in all parts of the state of Idaho.

4. Develop means of encouraging and assisting in studies and master plan development for the purpose of determining the feasibility of different types of organizational patterns within and between various school districts in Idaho.

5. Investigate problems and potentials involved in educating students in small, remote schools that are necessary operating units.

LOCAL SCHOOL SYSTEMS AND SCHOOLS FOR THE FUTURE

Edgar L. Morphet

We can look forward with hope or with dread--depending somewhat on whether we are optimists or pessimists--to an increasing rate of change during coming years. By 1980 we will have about two quadrillion bits of information; our present knowledge will practically have doubled. We will have stored most of this information and can retrieve any of it almost instantly. We will be able to utilize some of this information to degrade humanity--to destroy civilization--or to plan for a better society than the world has ever known. It is apparent that we must learn how to utilize pertinent information to plan changes that will be beneficial for humanity and to avoid those that will be harmful. The next fifteen years may be crucial in this respect.

The kind and quality of education provided during the next few years will have a decisive bearing on the future direction and nature of society. People must be prepared to accept the concept of change and to participate intelligently in the planning of change. But much of the education provided today is not adequate even for present-day needs. We are utilizing only a fraction of what we already know about teaching and learning. We are not preparing a large proportion of the people to participate intelligently in resolving many of our present-day problems--not to mention the problems of the future.

SOME MAJOR IMPLICATIONS FOR EDUCATION

On the basis of evidence already available regarding prospective changes in society within the next ten to fifteen years, it seems

apparent that some of the important implications--perhaps one should even say imperatives--for education are as follows:

1. The goals of education--and of each aspect of education--must be restated in terms of present and emerging needs--and in a manner that will make it possible to measure progress toward achieving them.
2. Realistic long-range plans should be developed in every state, designed to assure that the purposes and goals of education can be achieved efficiently and economically; planning and revisions of plans as conditions change must become a continuing process.
3. Plans should be developed to extend the "common school" program from age four for most children, through the equivalent of grade fourteen for at least as large a proportion as now complete the twelfth grade.
4. The curriculum of the future should be much better "integrated" and "balanced" than it is at present. The so-called non-academic courses may be recognized as important as the traditional "academic" courses, and preparation of consumers as important as preparation of specialists. Everyone must be prepared to contribute to the solution of the problems of society.
5. "Teaching" must become facilitation of learning. In other words, the objective should be to help students learn how to identify problems and to select and utilize effectively the information needed to choose the best alternative to

resolve these problems. The purpose of the teacher should be to assist in this process rather than to impart information which students should acquire in the process of studying problems and issues.

6. Facilitating services must be designed to enhance the educational processes. There will be teachers who are expert in lecturing when lecturing has a contribution to make, others who can organize appropriate team teaching or television programs, still others who are excellent in advising and helping students, and a variety of teaching assistants with varying qualifications. Students will be selected to help other students to learn and specialists will be available to help teachers and students select the films, other audio-visual materials, computer retrieved information and other appropriate means for facilitating instruction.

7. Appraisal of instruction and learning will be largely in terms of progress made by students in learning to identify problems, select and utilize pertinent information and select defensible alternatives for solutions, rather than in terms of tests to determine the ability to recall facts learned.

8. Administrators will be evaluated in terms of their ability to provide leadership in developing and implementing defensible plans for improving instruction rather than on the basis of their success in preserving harmony and continuing a traditional program.

9. Individual schools will be encouraged to develop and implement a program designed to meet the emerging needs of the community and society they should serve, rather than on the basis of the degree to which they conform to the standards and requirements prescribed for the school system.

10. The emphasis in the school system will be on planning to meet emerging needs and on assuring the financial and other support needed to implement an adequate program from age four through grade fourteen.

11. The state agency for education will be primarily concerned with the encouragement and coordination of meaningful research, with the development, adjustment and implementation of long range plans for an adequate consulting service for all aspects of education rather than with compliance with minimum standards.

12. The institutions of higher learning will, as an integral aspect of their leadership responsibilities, be concerned with developing and implementing a program designed to prepare administrators, teachers, and other personnel to help students and citizens generally prepare to meet the needs of the future, and conduct and interpret research that will contribute to the solution of problems of instruction, learning, organization, and administration.

13. The state program of financial support will be based on recognition of the fact that expenditures for education constitute an investment in people that pays high dividends, that the sources of revenue for support of education should be roughly proportionate

to the sources of income of the people (basically other than property taxes), that equality of opportunity is essential regardless of the wealth of an area, and that incentives to assure quality education throughout the state are essential to supplement the customary foundation program.

THE LOCAL SCHOOL SYSTEM

Attention will now be centered on the school districts and counties or intermediate units that have evolved in each state, as they relate to emerging needs. "The tradition of local autonomy in most states in this country is strong, and should continue strong--but in a different context. We have made some progress in all states--but the progress has been inadequate to meet emerging needs. Talk of district reorganization and of changes in county functions is no longer adequate. An entirely new approach to this crucial problem seems to be essential. Suppose we did not have existing school districts and counties, what kind of local organization for education would best meet the needs of the future? Must each district be almost completely autonomous, or could some of the responsibilities be divided and others shared on some defined and defensible basis? How can we best meet the needs of four-year old children on the one hand and of students through grade fourteen on the other? How can we best move to assure bona fide and meaningful local responsibility for education which should be considered essential in a democracy?"

I believe the most defensible procedure in any state would be to begin with the question: Where, by 1980, should community colleges

be located (to provide college preparatory, vocational-technical and other programs through the equivalent of grade fourteen) and what should be their respective service areas? To provide an adequate answer to this question would require the development of a flexible master plan, recognizing that some changes may be needed in light of subsequent developments. It would also require recognition of the fact that in some metropolitan areas two or more community colleges may ultimately be needed. Why should not such an area be organized as a basic district for planning and basic financing purposes and perhaps for providing consulting and certain special services for smaller operating districts within the area? Such a district would need a competent policy board, an executive and a highly competent professional staff. A policy board for the operation of the community college (or colleges) in the area, who would select a competent administrator and staff, would probably also be considered desirable. Within the basic district there should probably be a series of operating districts each of which would be responsible for programs through grade twelve. Each of these districts should have a board, and administrator and staff and perhaps some financial leeway. They would be responsible, as at present for organizing and operating the program and doing the basic planning, but would have the advantage of broadened financial support from the basic district as well as from state and federal sources, of consultative, advisory and special services from the larger unit. Such a partnership arrangement would mean that local autonomy is preserved, that operating districts would not need to be large (and perhaps unwieldly) in size in order to be efficient and that better services could be provided for all schools at an economical cost.

AN INVITATION

TO PLANNING IN EDUCATION

extended by

THE IDAHO STATE DEPARTMENT OF EDUCATION

and

THE UNIVERSITY OF IDAHO

October 27, 1967

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FOREWORD

This is an invitation to planning in education extended to any and all associations, organizations, institutions, and interested citizens who have a vital concern for the quality of public school educational programs, and for the providing of these programs with efficiency and economy.

The structure for public school education, or school district organization, has merit to the extent that it makes possible excellence of educational opportunity for all boys and girls, and to the extent that it provides essential programs and services with an optimum utilization of the taxpayer's dollar. Basic to this purpose is the identification of the needs to be met by the public schools. Citizens, business and industrial organizations, labor, and professional organizations in education have a significant contribution to make in this identification of needs for today and the foreseeable future. Programs and services to meet these needs must be provided. After needs, programs and services have been identified, consideration can be given to the type of educational structure which will efficiently and economically provide these programs and services at the desired level of quality or excellence.

Every professional association for administrators and for program areas are directly and vitally concerned with this kind of a study. Each one has a contribution to make to the project in terms of the beliefs and values held by its members, its objectives, and its needs. Each lay organization interested in or affected by public education has a contribution to make to the study. It is the intent of this invitation to facilitate the making of this constructive contribution for the benefit and value of desirable educational opportunities for all boys and girls in each of the four states in the cooperative study.

AN INVITATION TO PLANNING
IN EDUCATION

SCHOOL DISTRICT ORGANIZATION - A STATE AND NATIONAL PROBLEM

School district organization is a problem of national concern in the second half of the twentieth century. More than twenty of the fifty states are actively engaged in efforts to improve the structure for public education. The challenge of science and technology in bringing about a new way of life within this generation is taxing the existing school district beyond its capacity to meet the emerging needs. The expectations of the people for "the good life" have changed significantly within the past generation, and these expectations will change again within our lifetime. Unprecedented demands upon the educational structure to meet the needs of the people, of the state, and of the nation have revealed serious limitations and have emphasized the urgency of the situation.

The explosion of knowledge, the adaptation of science and technology to improved educational programs and to the methodology of these programs, the knowledge and the skills demanded today to fill the ever changing employment opportunities, the problem of just how to learn to live and work together in peace, both at home and abroad, are but a few of the problems that could be listed. As the attention of the people focus upon the educational needs of these times, they have been compelled to examine the educational structure which was created and which is maintained to provide programs and services to meet those educational needs. As a result, the strengthening of the structure for education has been accepted as one of the imperative needs of this century by the people of the several states.

There are many and varied reasons why school district organization is a major concern to the people, to the state, and to the nation at this time. These may be listed briefly as follows:

1. The scientific and technological revolution has brought new demands upon the schools. The nature of these new demands are such in the areas of vocational education, special education, improved and expanded programs and services, that an examination of the structure for education has become imperative in order to provide programs at a level of excellence or quality with efficiency and economy.

2. The educational needs of all pupils are expanding, with these needs being identified by:

    a. The Federal Government, in the interest of national defense and the general welfare.

    b. The state government, with education as a primary function and responsibility of the state.

c. The local level, with the identification of local needs indigenous to that community.

d. The culture and society of which we are a part, for a perpetuation of the ideals of that society, and an appreciate understanding of the heritage of all of its members.

e. The individual, for education, to be meaningful, must have value as understood and in the eyes appreciated by the student.

f. Business and industry, for the labor and management needs of our economy is dependent the productivity of the business and industry upon which it is established.

3. As more and more money is required to support public school education, the citizen, the community, state leaders, and the legislators are demanding:

   a. A higher quality of educational programs and of instruction.

   b. Increased efficiency in the operation of the schools.

   c. An economical expenditure of the taxpayer's dollar.

4. The mobility of the people, the shifting of the population from a rural to an urban economy, the development of great metropolitan areas, and the changes resulting from the scientific and technological revolution have placed demands upon the educational structure making a critical examination of that structure essential and imperative.

5. The increased cost of education due to inflation, increased enrollments, expanding and high cost programs (such as vocational education), have necessitated a re-examination of the structure for education.

6. School finance factors contributing to a re-examination of school organization includes the following:

   a. The heavy tax burden on real estate.

   b. The spiraling costs of all governmental costs.

   c. The increasing disparity of wealth and the inequalities of educational opportunity as a result of these disparities.

   d. The competitive struggle for the taxpayer's dollar (local government, state government, federal government).

   e. The increasing costs resulting from a liberalization of policies pertaining to children attending private and parochial schools.

f. The rapidly expanding cost to the state for technical and higher education.

REGIONAL AND NATIONAL TRENDS

The problem as outlined above, with its broad implications for comprehensive educational opportunities for all pupils, was recognized by the State Department of Education and the College of Education who entered into a contract for a study and an action program on school district organization. In this effort they joined some 20 other states in the nation which have active programs for the improvement of school district organization.

In this effort they join more than 20 states which are actively engaged in a planning program for the strengthening of school district organization. Two distinct patterns of school district organization are emerging in the United States. One would make each school district in the state an administrative unit that could economically provide and financially support a program of education sufficiently broad to meet the various post high school career needs of its students, including those entering college, technical schools, the labor market and other post high school careers. Normally, this requires a fairly large pupil population. The second has the same general objective, but would create smaller administrative districts that could provide selected programs at an optimum level, such as general education and college preparatory programs, but would delegate those programs and services requiring a larger pupil base for efficiency and economy of operation to an area or intermediate type of service unit.

The emerging intermediate unit appears to be gaining acceptance in many parts of the country. It is known by various names, such as Intermediate School District, Educational Service Unit, Board of Cooperative Services, Cooperative Educational Service Agency, Area Educational District, and others. In many states these districts are multicounty. Some provide services only, while others provide both services and administer programs, such as vocational education and selected programs of special education.

A COMMITMENT TO EDUCATION

Education a State Responsibility: Education is a function and responsibility of the state. The inclusion of an article in the constitution accepting this responsibility was one of the requirements for admission into the Union of States, and education has been a state responsibility from the creation of the state to the present time.

Responsibility for All: Since education is a function of the state, the state has the responsibility for guaranteeing an educational program that will meet the educational needs of all pupils living in its boundaries.

The state, then, must define what these needs are, establish the programs and services required to meet these needs, and determine the quality of the programs to be maintained, the financial level at which they shall be supported, and the organizational level at which they will be administered.

Meeting the educational needs of all pupils implies that this responsibility shall be met regardless of the geographical location of any pupil, or of his socio-economic status. Every pupil of the state, regardless of his parentage, his background or his economic status, has an inalienable right to education at public expenses, and the guaranteeing of that right is an obligation of the state.

Equitable Opportunity for All: Education as a state responsibility requires that provision be made for equitable opportunities for all pupils. "Equitable" opportunity isn't "equal" opportunity, nor is it the "same" opportunity. Rather, it requires "justness" and "fairness" of opportunity in relation to the respective needs and potential of each and every child. Thus, if the child is exceptionally talented, if he has learning difficulties, if he has physical or emotional problems, or if he has special interests and abilities, an equitable educational opportunity requires a program offering designed to help each and everyone to become a worthy person, to become a contributor to the community and society of which he is a part, and to become an effective participant in the business and industrial development of the state and nation.

A Commitment to Boys and Girls: All of the above is a commitment to boys and girls. The strength of our communities, of our state, and of our nation rests in our youth. Each one is important; his respective needs must be satisfactorily provided for, regardless of where he lives or of his socio-economic status. As provided in the constitution of each state, the guaranteeing of these rights and privileges to each and everyone is a responsibility of the state, and that these opportunities be equitable in relation to the respective needs of each one.

SOME BELIEFS ABOUT PLANNING IN AND FOR EDUCATION

1. The people want good educational opportunities for their children.

2. People interested in or affected by a proposed policy should have the opportunity to share in and to contribute to the development of that policy.

3. Constructive change occurs when there is an understanding of all the facts and information that can be provided on the problem, and when there is a desire to seek improvement.

4. Faith and confidence can be placed in the judgment of knowledgeable people (lay and professional).

5. Leadership, in major part, is providing the opportunity for:

   a. Personnel with specialized training and experience to contribute their understandings, their judgments, and their insights upon a given problem as it relates to their field of specialization.

   b. People affected by or interested in a program or policy to study, analyze and evaluate the contributions of specialized people in a given area as it relates to the problem or issue being studied.

   c. People in executive, legislative, and policy making positions to be knowledgeable about, to evaluate and to act upon the best information available as a result of (a) and (b) above.

6. Constructive change takes place as a product of the involvement of people as indicated above. Thinking through a problem, and initiating cooperative action is a part of the process essential for improvement in education. It is democracy in action.

BASIS FOR PLANNING

Planning the organization or structure for education is like the designing of a house. Before the blueprint can be drawn, careful consideration must be given to what you want and need in the house. For example, how many bedrooms will be needed? Is a family room desirable? A recreation room? A living room? What is the desired size of each room? How much closet space is needed, and where should it be located? What is the desired relationship between rooms? How should they be connected? And, above all, just what do you, the owner, want in a house that will help it to become the home that you have always wanted, and which is structured to satisfy both existing and projected future needs. All of this must be done within the financial ability of the home-owner.

Planning the structure for education or school district organization is just like planning the house. Each parent should give consideration to what is needed and wanted for his sons and daughters so that they may become worthy members of their communities, or of the communities to which they may move. Each and every citizen should give thought to the expanding educational needs required for youth to become economically productive in a world vastly different from that of a generation ago. Furthermore, the major problem of learning how to live and work together at peace and for the welfare of the immediate community in which they live, in the state, in the nation, and in the world today is an ever present need to be met.

The house being built today is vastly different from those constructed one and two generations ago. Science and technology have created new conveniences which we, the people, have come to accept

as essential in the home in which we want to live. Similarly, science and technology have created new educational needs to be met, new kinds of job opportunities with new skills and abilities for success or competence as a worker in this new position. Likewise, new programs have become essential, such as vocational education to prepare youth with saleable skills in this new world of work, thus enabling them to be competitive for job placement wherever they may seek employment.

The designing of the structure for education must, therefore, be determined in relation to three broad areas, including:

1. The needs which can and should be met in the public schools of the state must be identified. As stated above, needs today are being identified at six different levels or classifications. These are at the federal, state and local levels; and, the needs considered to be essential by the pupils, by our society, and by business and industry. The identification of needs to be met is the first step to be taken in planning a structure through which they may be realized.

2. Programs must be designed to meet the identified needs. Whatever the need may be, a program must be developed to fulfill that need. This is true, whether the need is to prepare for admission to a college or a university, to prepare for a vocation, to prepare for intelligent citizenship, or to meet special needs of the handicapped. Programs scientifically designed to meet identified needs is the second major step to be taken.

3. Services must be provided which will support the programs which have been designed to meet the needs. Among other things this includes supervisory services, statistical accounting for pupils, staff and business management, remedial services to pupils, and the provision of the facilities essential to make these services function and practical.

When the needs have been identified, and the programs and services considered to be essential for the meeting of these needs have been determined, consideration can then be given to the establishment of structure (school district organization) which will provide these programs and services at an acceptable level of quality or excellence, with efficiency and economy of operation.

RELATIONSHIP TO ORGANIZATIONAL FACTORS

The designing of a structure for education has followed many patterns, and the patterns of the past are under critical examination as a result of new needs to be met by the public schools, and new and more costly programs which must be provided to meet these needs.

It is becoming increasingly apparent that school district organization

must be determined in relation to the programs and services which it can provide with efficiency and economy, and at the desired level of quality. For example, the state may be the district for schools for the deaf and the blind. But only one state, Hawaii, has adopted the state as the district for all programs and services.

One criterion may be important. Whatever the program, whatever the service, it should be delegated to a subdistrict which can provide that program and service at a high level of quality, with efficiency and with an economical expenditure of the taxpayer's dollar. Therefore, consideration needs to be given to the possible subdistrict organizations within the state which can achieve this objective. Five such districts, including the state will be suggested for consideration.

Attendance Center: Most programs and services can be provided at the attendance center. For example, some vocational educational courses can be offered in the high school attendance center. However, very few high school attendance centers can provide comprehensive vocational educational programs as conceived to be needed today. Certain activities in a good guidance program must be carried on within the attendance center. Likewise, each and every program, each and every service has certain standards which should be met. Those which can be provided at an acceptable level of excellence, with efficiency and economy, should be provided in the attendance center.

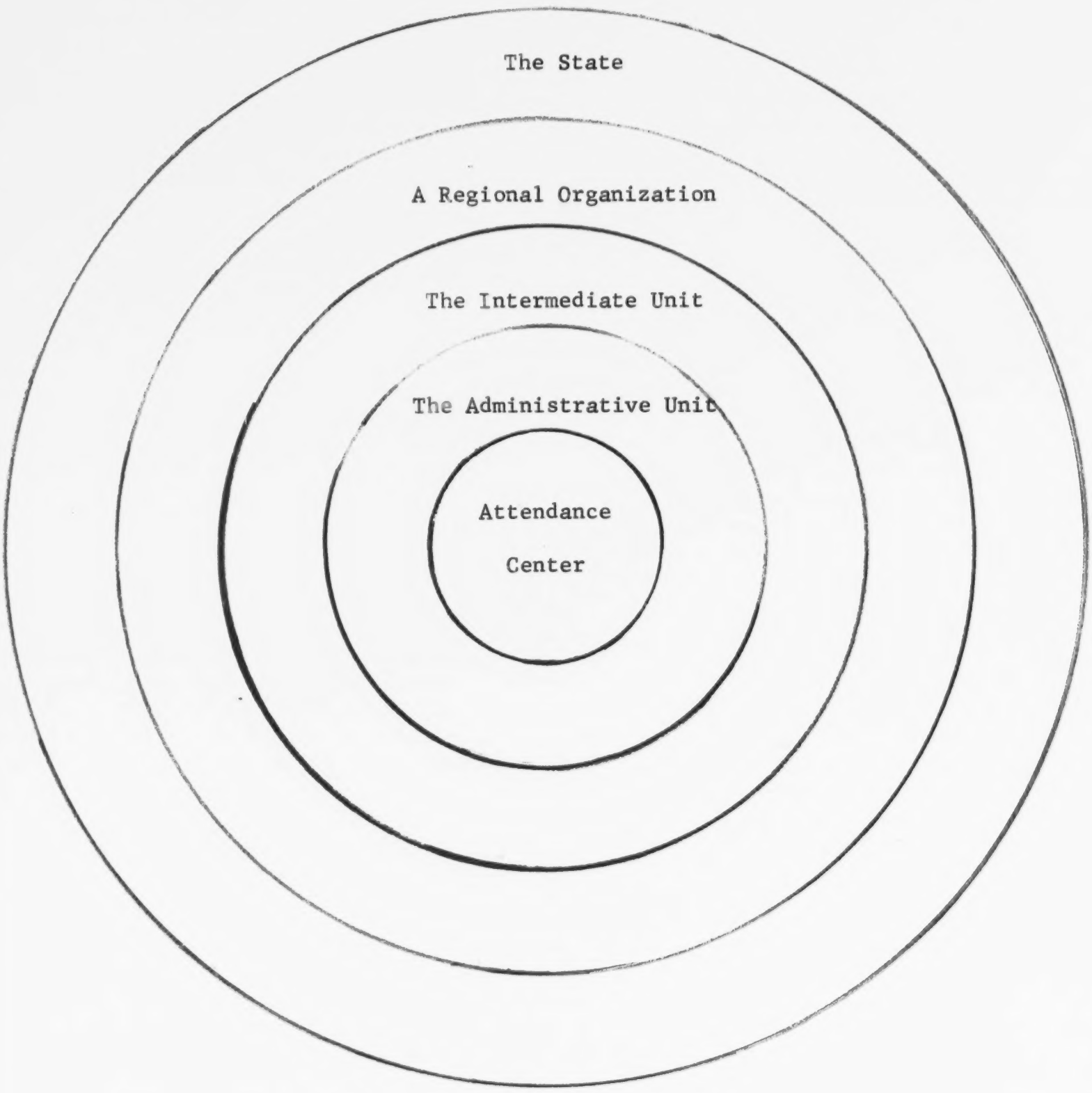
Administrative District: The administrative district may be composed of one, two, or more attendance centers. There are certain programs and certain services which can and should be provided by the administrative district which cannot be provided at an acceptable level of quality, with efficiency and economy, at the attendance center.

Intermediate Unit: The expanding program and service needs today have caused many states to explore the advantages of an intermediate administrative and/or service unit which serves several administrative districts. In many states, these have become multi-county in order to provide the desired programs and services at a reasonable and justifiable cost to the local and state taxpayer.

Regional Organization: Some professional educators are of the belief that a regional structure of some kind is needed. For example, the public school leaders in curriculum in one state held the belief that six to eight regional organizations were needed in order to optimally provide and to coordinate curriculum research and development in the state. Each program, each service, may have a need for some form of regional organization.

The State: The state is ultimately responsible for education at any level within the state. This means that the state should be the district for some programs and services. Also, it means that the state has the responsibility for guaranteeing an equitable, efficient, and economical educational opportunity for all children within a substructure of local school district organization.

An Organizational Structure
For Education



INVITATION TO PLANNING

Several areas of structure have been identified above. The challenge at this point is for the professional educators, through their respective state associations (administrators, school business officials, program and curriculum areas, and others) to provide professional leadership at the level of educational statesmanship for the identification and determination of what is needed and where in the educational structure it is needed in order to optimally achieve the objectives and goals of the area which they represent. THE INVITATION IS EXTENDED TO ANY AND ALL SUCH ASSOCIATIONS, ORGANIZATIONS OR INSTITUTIONS TO CONTRIBUTE TO THIS PLANNING FOR EDUCATION IN THE STATE.

There are several ways by which a professional association, or an individual, may contribute to this study. These include the following:

1. Develop a statement of position or belief about the needs, the program, the services, and the structural organization considered to be desirable for the program or service area represented by the organization. Such statement should present--

   a. The best in the research field on this topic.

   b. An analysis of the literature in this field.

   c. The best professional judgment of the members, either of a committee of the organization, the executive committee, or of the membership.

   If the statement is at the level of educational statesmanship, it will meet the following tests:

   (1) It will have the support of a noted and respected leader in the field, but who is not a member of the association.

   (2) It will convey with understanding and appreciation the ideas contained in the report to other committees, to the administrators of the state, to the State Board of Education, and to members of the legislature.

   (3) If it does not meet the above tests, one of two things may need attention. First, the position paper may need to be revised and redrafted in plan and content; or, second, the position paper may be valid, but further consideration needs to be given to interpretation and communication with understanding by those who are not members of the professional area being presented.

2. Appoint a committee, or use the Executive Committee of the Association, to react to the findings and to the reports of the Project Staff.

MINIMUM-OPTIMUM-MAXIMUM

For many years, many states have established standards on the basis of "minimums," which were basically designed for the typical school. As a result, districts which organized on the basis of these minimum standards were forced to reorganize as the standards were raised, and as new and expanding needs to be met required a different kind of structure in order that the program or service could be provided with efficiency and economy.

If the needs of all boys and girls are to be met which will enable them to benefit by the opportunities that exist for them today in the college, in the university, or in the world of work, consideration must be given to the desirable or optimum program or service. What should the program be according to the best professional judgment of the educational leaders in the state? According to the best judgment of lay personnel? Once this has been determined, then consideration can be given to "minimum" standards, or those levels below which the program, the curriculum, the educational service should not go in order to acceptably meet the needs of the boys and girls.

In like manner, consideration may need to be given to the problem, "When do you become too big?" Is there a point beyond which structure, organization, or size should not go for achievement of the desired objectives? Admittedly, this is a very nebulous topic, but there are evidences in several parts of the country that increased attention should and must be given to this problem. As the professional leaders of the state contribute their best judgment of the problems as outlined above, they may wish to give some consideration to the factor of "maximum."

The three terms may be interpreted as follows:

Minimum: The lowest level or conditions for growth acceptable in providing programs and/or services at an acceptable level of adequacy or quality, with efficiency and economy.

Optimum: "The most favorable condition for growth."-Webster. "Optimum" refers to a balance of all factors (size, adequacy, quality, efficiency, economy) which provides the most desirable conditions for educational growth and development in the state.

Maximum: A level or conditions for growth beyond which the values attained may be increasingly subject to question.

THE INVITATION RESTATED

Planning for school district organization is so complicated and so involved that no one person, or even small group of persons, can possibly have all of the desired information essential for the development

of appropriate guidelines to meet all of the program and educational service requirements. The assistance of specialists in the field, those persons in positions of professional leadership within these respective areas, and who have responsibilities in State Departments of Education, in public schools, in professional associations, and in colleges and universities is essential for the appropriate development of the Project. It is these people who possess a full and appreciative understanding of available research in each of the several areas. They are knowledgeable concerning the contributions in the literature on this topic, and are in a position to assess the valued judgment of knowledgeable people within these programs and services concerning what is desired and what is essential for the operation and maintenance of high quality programs with efficiency and economy.

This is an opportunity for the professional educator to assist in the development of a professional statement concerning the needs to be met, the programs and services required to meet these needs, and to propose essential considerations for the structure and organization of education to efficiently and economically provide these programs and services for all children, regardless of where they live in the state, or of their socio-economic status in the community of which they are a part.

In a like manner, many lay, business, industrial and labor organizations have a significant contribution to make. Some have an over-all interest in the total project. Others have an important contribution to make in the identification of needs. For example, business and industry are the employers of the finished product of the public school system. In working with these new employees, they are in a position to assess the strengths and limitations of the graduates of the public schools in relation to their ability to assume a responsible position and to contribute constructively to the business or industry. Also, they are in a position to anticipate changing needs, the appropriate adaptation of programs to meet these needs, and through this identification to lessen the gap between recognition of need and the implementation of programs to meet the need.

PROFESSIONAL AND LAY PERSONNEL, INDIVIDUALLY OR THROUGH THEIR RESPECTIVE ASSOCIATIONS AND ORGANIZATIONS, ARE INVITED TO SHARE IN THE DEVELOPMENT OF CRITERIA TO BE USED IN THE DESIGNING OF GUIDELINES FOR SCHOOL DISTRICT ORGANIZATION.

UTILIZATION OF REPORTS

Position papers and reaction reports will be of significant value to many people. In order to facilitate this utilization, the following plan will be followed:

1. All reports received will be reproduced as submitted. Each will be accompanied with a one-two page summary or outline of the contents of the paper.

2. Distribution of each report will be made to:

   a. Other committees within the state.

   b. Division or Department Chairman, the State Department of Education.

   c. The State Board of Education if they are interested.

   d. Interested members of the legislature.

3. The Project Staff will accept the responsibility for attempting to develop guidelines for school district organization which will represent a pattern of relationships for and between the several program and service areas, and for the presentation of such guidelines for review, analysis, and appropriate modification by an advisory committee or other representative group.

FINANCES

A limited amount of project money may be made available for expenses of a few association and organization committees appointed to develop a position paper or reaction report. In addition, some money is available for special consultants, but this will have to be used quite sparingly. Associations or organizations desiring to form working committees which do not have expense money should contact the Project Director, Dr. Bell, immediately.

TIME CONSIDERATION

The presentation of position papers and reaction reports should be received by the Project Director by June 1, 1968.

A FIVE POINT THRUST FOR SCHOOL DISTRICT ORGANIZATION[1]

1. Education for All

Equitable educational opportunity must be provided for all pupils in the state. It is equitable when it makes possible the fulfillment of each individual's interests and needs, and the needs of our society, our state, and our nation. It must be equitable education for all, regardless of where the student lives or of his socio-economic status. This is education in and for democracy.

2. Optimum vs. Minimum

For too many years, most states have organized schools on the basis of minimums--minimum standards, minimum enrollments, minimum districts. The rank of Nebraska among the fifty states reveals optimum ability to support education but the achievement of below average results. It is time that each state builds for the optimum, reserving minimums for the exceptional situations as opposed to the accepted, or normal, or average.

3. Human and Material Resources

School district organization provides the structure and the framework whereby the human and the material resources of the State can be brought to bear constructively, creatively, efficiently, and economically, for the providing of the programs and services to meet the educational needs which we, the people, believe to be important.

4. Flexibility

Flexibility in school district organization to meet the changing needs and demands of our times is imperative. Science and technology have created a new way of life within our lifetime. It will create another for our children. Education must have the potential for adaptation to these changes at the time the changes are needed. The educational organization must have the flexibility to adapt to rural portions of each state as well as the emerging megalopolis. Furthermore, these adaptations must be a part of the process of change itself.

5. Education a Responsibility of the State

Education is a state responsibility. It is not a local responsibility, and it is not federal. It is, or should be, what the people of the state will that it should be for the welfare and in the interest of all. Only to the degree that the state assumes its responsibility for education will it be possible to maintain education as a function of, by, and for the people.

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[1] A Master Plan for School District Organization in Ohio. The Project Staff, the State Department of Education, Columbus, Ohio. 43215. December 12, 1966, pp. 13, 14.

REPORTS OF CONFERENCE PARTICIPANTS

DISCUSSION GUIDE

1. Is there a need for an improvement in the present pattern of school district organization in the state?

   Why?

2. Is the format (need--programs--services--school district organization) proposed this morning for a study of school district organization a valid approach in Idaho?

   Yes _____ No _____
   How can the plan be strengthened?

3. Much work and much money have been expended for the improvement of special areas of the curriculum (physics, foreign language, guidance, etc.). But little has been done to determine the type of structure required to realize these objectives. To what extent and in what way does school district organization contribute to the ultimate achievement of the goals and objectives represented by your area of specialization? Can the breadth and quality of the program, can the quality of the instruction be at an optimum level in each and all of the districts in the state? If not, what types of information are needed? Where and how can this information be secured?

4. Do business and industry, labor, related state organizations wish to be involved in and be given the opportunity to contribute to a study of school district organization?

   Yes _____ No _____ Why?
   How?

5. Do professional educational associations for school administrators, school business officials, subject matter or content areas, service areas and others wish to be involved in and contribute to a study of school district organization?

   Yes _____ No _____ Why?
   How?

6. Additional Suggestions and Comments:

GROUP I

Chairman - George Brocke Reporter - Frank Hirschi

QUESTION #1

Unanimous yes. We feel there is a need for improvement in the present pattern. The needs of children must be expressed from the time of birth until the baccalaureate degree. Idaho should take a special look at these needs. We have much to overcome. Many of our communities are ego-centered communities that try to hold back and hang on.

The overall program dealing with organization and consolidation must be understood. There must be a definite public relations program developed. Legislators need to know, and want to know, the program of efficient school district organization and the feasibility of the program which could come from such a study as this.

QUESTION #2

We liked the format, as discussed by Dr. Purdy, of evaluating the needs, the programs, and the services before working out the details for the organizational structure that might work in the peculiar situations in Idaho.

We felt also that we must look toward an evaluation program. A critical path analysis was mentioned, a pert type program; a program evaluation. We didn't want to be traditional. We wanted to look toward the future knowing there is going to be a change.

QUESTION #3

The basic question was covered in the first two questions; however, some pedagogical philosophies entered into play. We felt that with top

administration, good district organization, with this feasibility program lined up, there would certainly be top men available to every district in Idaho. This would be strength. Here you could bring them in for evaluating sessions much easier and the philosophy of the state of Idaho, the pedagogical philosophy of the state of Idaho, could unfold and be ready to meet the needs of all children of the state.

QUESTION #4

Yes. We had representatives from business and labor in our group. We felt that they are very interested. They provide scholarships and they want to improve their business. They want to see adequate personnel come into their business. They have shown in the past that they are very much interested in being involved. Of course, the people that were here today shows good involvement.

QUESTION #5

Yes. We felt that this sheet (Involvement Questionnaire) answered the how on questions #4 and #5. If we really mean what we say, we must take the time to develop some position papers. In trying to assess this very fine program, and the feasibility studies of school organization, we must give and contribute to Dr. Bell and his committee.

GROUP II

Chairman - John Snider

Reporter - Rulon Ellis

QUESTION #1

Tentative yes. More information needs to be developed to prove the question or to answer "yes" to the question. We saw some information this morning, but the group felt that this certainly is an area where more information needs to be brought to any group that is going to study in this area. We said in our tentative "yes" that the reasons for saying this, probably better educational opportunities could be provided for more children if we could change the structure in some manner. And also there would be more efficient use of funds if the structure was changed in some areas.

QUESTION #2

We thought it seemed reasonable to assume that the format that had been described is a good one; it has a broad base; it looks pretty good. Several members of the committee were not quite sure whether all of us understood the format or not. We've gotten a pretty big dose this morning and this afternoon; we didn't have too much time to digest it, but from a quick overview it looks pretty good, as if it could work. The group was somewhat concerned about the number of study committees going on in the state and they recommended that there be a good deal of close coordination between their different study groups. They specifically mentioned the Eight-State Study and the numerous ad hoc committees there and the University Research Studies that are going on plus the newly formed Task Force for Education Committee. They could

see lots of dangers involved if there were not close coordination between all of these. They felt information should be fed from one of these groups to the other--that there should be a good flow of information or they could be in for some difficulty.

QUESTION #3

The committee felt that it would be reasonable to assume that the breadth and quality of the program and the quality of instruction cannot be of an optimum level in each and all of the school districts in the state as they are presently organized.

What type of information is needed? We felt that information is needed that will either prove or disprove the statements made by each group. Our discussion group was not too sure of the specifics in this area.

Where are you going to get this information? I suppose from universities, state departments, subject matter committees and subject matter organizations, within the state. Also you may be able to get some information from a general reaction of patrons to some of the things we have been doing.

QUESTION #4

Certainly business, industry, and labor and related state organizations should be involved--in a broad sense they do represent the patrons and they should certainly be involved in discussing the type of setup which we would use in education. How can they be involved? It seems the format we have been studying is valid--this presents an ideal opportunity for them to become involved.

QUESTION #5

Certainly the professional educational associations and the professional educators will want to become involved. We assume that they want to do everything possible to have working conditions such--or rules and regulations such--that they can do the best job possible. Certainly they would want to be involved. Perhaps points and position papers mentioned earlier could be talked about.

GROUP III

Chairman - J. Frederick Weltzin Reporter - Geraldine Plumb

QUESTION #1

Our group felt that there was a definite need for improvement in the present system of organization. We felt that the vocational, the guidance services, the humanities and arts are some of the areas of our concern that were perhaps being neglected in our present traditional schools.

QUESTION #2

We are sort of the same old customers and we hope that in our format of this study that you won't only use some of these same old customers but that you will use a lot of new people as well. We hope that there will be a lot of personal involvement in any type of study. We need to take a look at our county structure and the reorganization of our attendance units.

The pattern could be adopted that was successful in the last reorganization study--that of involvement of people from every community in Idaho.

QUESTION #3

We felt that we should have fewer districts and felt that within the districts the offerings could be more nearly equitable. We liked very much this new term--the equitable type of education instead of an equal education. We like the idea of a just and fair education. We also recognize that there is a great need for more in-service training for teachers. The teacher is the key to this whole educational problem.

We felt that larger districts could provide better qualified personnel to conduct in-service training sessions for teachers.

QUESTION #4

Yes. We felt there was more need for personal involvement in planning for any changes in education. We felt that we needed to begin more nearly to meet the needs of employment. We need to change our philosophy about training for employability as well as accept our responsibility for training the failure prone student in the traditional high school.

QUESTION #5

Very definitely did. We felt perhaps administrators would tend to watch their vested interests and we know that classroom teachers are demanding a greater voice in planning for curriculum changes in the total educational program. It used to be thought that classroom teachers associations were thinking in terms of salary only, but we know now that they want to be more involved in change. This would certainly be one group we would hope to involve.

ADDITIONAL SUGGESTIONS

"Life is a struggle for survival so we might as well live it with some taste and dignity."

GROUP IV

Chairman - Everett Samuelson Reporter - L. C. Wesche

QUESTION #1

Yes. Some points to support this conclusion are:

1. The disparity of educational support.
2. The lack of use of technology and in many areas the difficulty of using technology because of the organizational structures.
3. The fact that education apparently is below standard on the basis of the evidence we have.
4. The concept of a school district organization being determined solely by population.

QUESTION #2

Yes. It was suggested that we should analyze our needs, programs, and services quite thoroughly. We should arrive at some kind of structure, perhaps a hypothetical structuring, that can be compromised in light of political and economic expediency.

We need to analyze the situation and then work toward set goals. We have a strong feeling that non-educators should be involved in the study.

All aspects of the school should be studied including school boards--their function, their role, and their responsibilities. School board members should be able to differentiate between policy making and administration of policy.

QUESTION #3

We included this question with number 4.

QUESTION #4

Yes. We felt very strongly that business, labor, etc. should be involved. These people should be resource people, possibly in an advisory capacity. They should establish policy.

Furthermore, involving these people in the study might be an educational process in itself, as they may become more cognizant of their responsibilities to the school.

QUESTION #5

We assumed that it is obvious that these groups would want to be involved.

ADDITIONAL SUGGESTIONS

Perhaps doctoral dissertations or other sources of material of this nature on school district organization could be used.

We felt implementation of the findings of the study deserves careful consideration. Also we need to personalize the information given out, rather than keeping it general. We need to point out to the local districts how its educational program is deficient, where it needs to be adjusted or strengthened, and how a change in organizational pattern might help.

People are ignorant about school district organization. We need an informed electorate. The majority of the people want to have good schools but in the past they have not been informed.

GROUP V

Chairman - Reid Bishop Reporter - R. T. Paine

QUESTION #1

Unanimous yes. Why--will have a tendency to provide equitable opportunities for all students was the feeling of the group.

QUESTION #2

Yes. We felt that the emphasis on the needs of the individual as they relate to other needs has been reported and outlined today in the early morning speeches. We feel that the emphasis on the needs of the individual would definitely improve the program.

QUESTION #3

We felt that there is a need to make use of all the resources of the area to improve the available resources to the students.

QUESTION #4

Yes. Speaking for business and industry I know that their life-blood is the result of the school system. If they are to improve themselves, carry on, have improvement, employees and executives, etc., they are definitely interested in the best schools possible. And I know that, speaking for my own company, we take a vital interest in local school district elections and I think this will mean we all can help, and we do have an issue at hand; if the schools need help, we must get out to vote and get the resources available for the schools so this improvement can continue. I do feel that industry and business also can contribute

in this way providing personnel, etc., on local lay committees, advisory committees, to provide direction for the schools.

QUESTION #5

We did not have time to discuss this issue.

GROUP VI

Chairman - Rex Engelking Reporter - Richard Willey

QUESTION #1

Is there a need for an improvement in the present pattern? There is apparently no pattern for districting in Idaho. It may very well be that if there are not planned patterns, perhaps there should be.

One of the possibilities would be patterns that look at dollar evaluation of districts behind each pupil. However, we felt that we would agree with this petition: A school is organized in order that it may be taught. The ultimate pattern should be determined by products not pupils, performance not fiscal policies, attitudes not areas, competence not cost.

QUESTION #2

We felt it is a valid format. We made only one change in format to include ("felt" need - Programs - Services - School District Organization) and in addition the format should include "teeth" in its implementation for a constant and consistent stabilization.

QUESTION #3

Some feeling that small schools would not be filled in administrative positions with individuals cognizant of newer trends. This would also be true with the instructors: This is all-inclusive. Lack of leadership and resources in small districts may be one of the reasons that needs would not be fulfilled.

QUESTION #4

Yes. They have to pay for it. Schools belong to the public.

QUESTION #5

Unequivocally, yes. Make it possible for involvement of classroom teachers in the organizational planning in order to provide them an opportunity to improve learning in their speciality.

ADDITIONAL SUGGESTIONS

We encourage parental and community awareness of school district organization.

GROUP VII

Reporter - Dennis Dossett

QUESTION #1

Yes. We feel that a better product could be produced with a different organizational structure. We do not mean to criticize the product that is presently being produced; only that it can be improved upon.

We feel that there is a need to educate each individual to the full potential of his ability as was indicated in Dr. Purdy's remarks on an equitable education.

The cost factor must be included in any state-wide organizational study. In the past Idaho has had difficulty providing sufficient funds for educational purposes. One can buy poor education with money, but one cannot buy good education without money.

QUESTION #2

Yes. This is an adequate approach. Possibly the need for the study should come from local level.

The study should consider both consolidation of small units and the separation of systems that are too large.

Models should be developed through specific research. Local governing units should be given a choice of two or three of models in which to choose the one most favorable to them.

QUESTION #3

We suggested a regional structure, functioning primarily as coordinators between the various districts involved. This type

structure could coordinate such services as guidance, school psychologists, vocational and special education specialists among the districts for a better educational program.

This type organizational structure might be able to improve instruction by in-service training for teachers. Particular subject matter teachers could meet together to discuss topics of common interest.

Reporter - Roy Truby

QUESTION #4

Education exists because there are certain things that society says must be accomplished, not because educators say they must be accomplished. Certainly all people must be included in the goal setting process. Educators should be able to tell how to accomplish these goals.

QUESTION #5

Perhaps this must spring from the bottom up in an organization. The people at all levels should be kept informed.

ASSOCIATION AND ORGANIZATION REPORT

Each organization and association were given the following form to indicate how they chose to be involved in the school district organization study.

The association (or organization) will wish to participate in the study of school district organization in the following way(s):

_____ Prepare a statement or a position paper.

_____ Develop a reaction report to materials submitted by the Project Staff.

_____ Participate in an advisory capacity as may be appropriate to the Association and to the Project Director.

_____ The representative will report to the Executive Committee for appropriate action.

_____ The association (or organization) does <u>not</u> wish to participate in the project.

_____ The expenses of a working committee and consultant for the association (or organization) can be borne by the association.

_____ Financial assistance will be needed for the expenses of a working committee and consultant. This is estimated to be $ _____.

The table on the following page reports a summary of the responses of each group reporting.

Summary of Participation by Organizations

	Position Paper	Reaction Report	Advisory Capacity	Report to the Executive Comm.
Idaho School Trustees Association	x		x	
Idaho Psychological Association			x	x
Parent-Teacher Association		x	x	x
Council for Exceptional Children	x	x	x	x
Secondary Principals				x
Student Idaho Education Association		x	x	
Assn. of School Superintendents				x
Vocational Association	x	x	x	x
Idaho Assn. for Supervision and Curriculum Development		x	x	
Study Committee, Administrative Structure & Organization				x
Dept. of Elementary School Prin.		x		
Council of Teachers of Math.	x			
Manpower Training Service			x	
Personnel & Guidance Association		x	x	x
Idaho Education Association	x	x	x	x
State Industrial Education Assn.	x	x	x	
Library Association				x
Mining Association	x		x	
Chamber of Commerce				x
Science Teachers Association			x	
Association of Idaho Cities				x
Music Education Association	x	x	x	x
Occupational Research	x		x	
University of Idaho Faculty			x	

SUGGESTIONS FOR
CONSULTANTS AND PLANNING COMMITTEES
SCHOOL DISTRICT ORGANIZATION

Many state associations, organizations, and consultants have accepted the invitation to prepare a position paper on school district organization in Idaho. The response to "An Invitation to Planning in Education" is most gratifying at this time.

Several requests have been received for assistance in developing the position papers. This statement has been prepared to provide some help in planning the paper so that the final product will be most beneficial for the purposes intended.

"An Invitation to Planning in Education"

The section of this report "An Invitation to Planning in Education," page 24, will provide additional helpful information. It is suggested that you reread:

a. The Foreword, page 24.
b. Basis for Planning, page 29.
c. "Relationship to Organizational Factors," page 30.
d. "Minimum-Optimum-Maximum," page 34.
e. Utilization of position papers, page 35.

Purpose

The purpose of the position paper is to give professional advice concerning those factors, or those conditions, or those elements which will make possible the achieving of the goals or objectives of your respective program area or service field. Specifically, this refers to the structure or organization required to facilitate the accomplishment of these goals or objectives.

Basic Concept

There may be certain desirable characteristics of a structural organization that may facilitate the accomplishment of the objectives for each educational program and for each service in support of these programs. For example, pupil enrollments required to provide programs at a quality level, with efficiency and economy of operation, are significantly different for college preparation than for comprehensive vocational education; or for various areas of special education; or for data processing. For example, in Idaho the entire state is a school district for schools for the blind and the deaf. However, only Hawaii has adopted the plan of having one district, the state, for all programs and all services.

If there exists differences in structural organization for different programs and services as suggested above, then the characteristics of that structure should be identified which will promote and enhance the achievement of the objectives for each program, and for each service in support of these programs. Once the desirable characteristics for the several programs and services have been identified, then it will be possible to develop guidelines for school district organization which will provide for a coordinated pattern of relationships for and between all programs and services at an optimum level of performance for each one.

Part I of the Position Paper

Needs Structure, or school district organization, is a means to an end. Therefore, the purpose for its existence must be determined. Each program and each service is designed to meet or to fulfill certain needs which are considered to be desirable for boys and girls in our culture. Briefly identify, interpret, and clearly present the needs which should be met in your program or service area.

Programs Programs are designed to make possible the accomplishment of the purpose and objectives of each area of the educational curriculum. In the field of your specialization, briefly identify, interpret and clearly present a statement which generally (not specifically or in detail) outlines the programs which should be provided to meet the needs.

You may wish to give consideration to some of the following:

1. A coordinated K-12 program.
2. The breadth and scope of offering to achieve the desired objectives.
3. The breadth and scope of offering to meet the needs of the gifted? The college bound? The vocationally oriented, the slow learner, the atypical pupil.
4. Pupil enrollments that may be essential to provide these programs at an acceptable level of excellence, with efficiency and economy.
5. There are many desirable outcomes from a well-developed educational program which cannot be measured in terms of course offering, pupil enrollments, etc. This includes such things as habits, attitudes, and learning to live and work with others. What are your suggestions in corporating these factors into your area of specialization, with appropriate consideration for educational organization?

Services Services must be provided in support of the program developed to meet the identified needs. This includes such things as the following: in-service programs for teachers; subject area consultants; ETV and/or ITV; curriculum coordinators (building - administrative districts-area coordinator); research and development specialists; and many others. In addition, it may be desirable to give consideration to such things as the following: special facilities and equipment;

audio-visual materials and/or centers; libraries; instructional materials centers; transportation; hardware for computerized instruction and data processing; and others as may be appropriate for your specialized area of the educational setting in relation to school district organization.

Briefly identify, interpret and clearly present the services considered to be essential and desirable in support of the specialized educational field for which you are writing a position paper.

Part II of the Position Paper

Part II should indicate the nature of the structural organization considered to be desirable and essential to provide the programs and services at an acceptable level of quality or excellence, with efficiency and economy. Normal patterns have included the following:

The Attendance Center	The Admin. District	An Intermediate or Area District	A Regional Organization	The State	Research and Development (multi-state)

Attendance Center: Most programs and services can be provided at the attendance center. For example, English, science, social studies, typing etc., may be amply and completely provided within one building. Some vocational educational courses can be offered in the high school attendance center. However, very few high school attendance centers can provide comprehensive vocational educational programs as conceived to be needed today. Certain activities in a good guidance program must be carried on within the attendance center. Likewise, each and every program, each and every service has certain standards which should be met. What are these for your field?

Administrative District: The administrative district may be composed of one, two, or more attendance centers. There are certain programs and certain services which can and should be provided by the administrative district which cannot be provided at an acceptable level of quality, with efficiency and economy, at the attendance center. Some believe that an administrative district should be of sufficient size to provide all programs and services with efficiency and economy. Others believe that the administrative district should be of sufficient size to provide some programs and services with efficiency and economy, and delegate others requiring a large pupil base, such as vocational education and special education, to an intermediate district. Many people believe that the programs and services should be provided by an administrative district that will keep the schools as close to the people as possible, maintaining a quality program with efficiency and economy. What may be the relevant implications for your program or service area?

Intermediate Unit: The expanding program and service needs today have caused many states to explore the advantages of an intermediate administrative and/or service unit which serves several administrative districts. In many states, these have become multi-district and multi-county in order to provide the desired programs and services with as much economical and educational efficiency as possible. Is such desirable and advisable for your program or service area?

Regional Organization: Some professional educators are of the belief that a regional structure of some kind is also needed. For example, the public school leaders in curriculum in one state hold the belief that six to eight regional organizations were needed in order to optimumally provide and to coordinate curriculum research and development in the state. Some programs and some service may have a need for some form of regional organization.

The State: The state is ultimately responsible for education at any level within the state. By practice many states have delegated appropriate responsibilities to subdistricts within the state. The state should be the district for some programs and services. Also, the state has the responsibility for guaranteeing an equitable, efficient, and economical educational opportunity for all children within an appropriate substructure of local school district organization. Some program and service functions may need to be performed and/or coordinated at the state level.

What is the nature of the structural organization which is essential to provide the program and/or services in your area of specialization at an optimum level of excellence or quality, with efficiency and economy? Identify, interpret and clearly present a statement concerning this structural organization for your program or service area. How do you relate structure and organization to all that you have stated above under "program"?

Some questions may be helpful:

1. Can appropriate programs and services be satisfactorily provided in a one room, eight grade school building? in a high school of 25 pupils? in a school district of 200 pupils? 500 pupils? _____?

   a. What is optimum for the excellence of the quality of the program or service, with efficiency or economy?
   b. What should be considered the minimum below which it should not go for effective and desirable quality, with efficiency and economy?
   c. Is there a point at which the school (attendance unit, the administrative district) becomes too large that certain factors tend to negate the achievement of the identified goals and objectives? If so, what are these factors, and what or where is this point?

2. Can one teacher, one guidance person, one curriculum coordinator, one administrator, one supervisor be optimally effective in their respective positions without contact or working relationship with others? If not, at what level, and under what conditions does this become important for the instruction, program development, program improvement, and adaptation to evolving and changing requirements of the program and of our educational system? What are the implications for organizational requirements for your respective program or service area?

3. What are the respective duties, obligations, functions or relationships which should exist at one or more of the organizational levels indicated above in order to make possible the optimum achievement of the programs and services which you have indicated above? What are some of the significant characteristics of each of these levels in structure, in organization, in size, that are important to the successful achievement of purposes and objectives of your program or service area at an acceptable level of excellence or quality, with efficiency and economy?

Related Considerations

Research, literature, empirical judgment — As a specialist in your field you will be able to identify available research and relevant data from the literature pertaining to organization and structure in your program and/or service field. This research and information should be identified and utilized in arriving at the recommendations contained in your position paper.

In many instances, empirical judgment will be all that is available. It should be used, with an identification of the basis upon which it was secured. After all, empirical judgment from informed and knowledgeable people may be some of the most valuable information which can be utilized in this study.

Optimum, Minimum, Maximum — Optimum refers to the most favorable condition for the achievement of the goals or objectives of the program or service area, with efficiency and economy. The optimum structural organization for the program or service area of your position paper should be emphasized.

At the same time, it must be realized that "optimum" cannot be realized in all portions of the state. Geography, time, distance, sparsity of population, and other factors necessitate a modification of guidelines for program/service development. Minimum should be defined as the lowest level or conditions for growth acceptable for the achievement of the purposes and objectives of your respective program or service area, with acceptable efficiency in organization

and economy of operation. What is this point, or what is this level (in structure, in organization, curriculum offering, in size) for your program or service area?

Some attendance centers, some administrative districts may be, or may become so large that other factors tend to negate the achievement of the desired goals or objectives in some educational areas. Is this relevant for the program or service area about which you are writing? If so, what is the level, or what are the conditions beyond which the values attained may be increasingly subject to question. What is the suggested "maximum factor" in structure, in organization, in size, in _____?

Relationships with other areas — The program or service area of your position paper may have a significant relationship to or with other programs and service educational areas? If so, it would be well to identify such programs and services, to indicate the nature of this relationship, and to give appropriate consideration to this factor in proposing suggestions for an optimum educational organization for the state.

Level of writing — You are writing for understanding on the part of many people. You are not writing for a sophisticated educational magazine. You want to be understood by many people in many walks of life. You want your position paper to have significant meaning for those who work in education, in related organizations, and for those who have an interest in education but are providing leadership in other phases of our business, industrial, and governmental world. Write so that many people can understand and appreciate your points of view.

Size of paper — Do not write a textbook; do not write a 100 page report. Write just enough to tell the story clearly and convincingly. Perhaps this is 10 pages; or 25; or even 50. Remember, the position paper is one which carries a basic point of view, and that it will be used as reference material by many people. It should have enough to tell the story with understanding--and no more.

Write enough to emphasize the nature, extent and quality of the program or service, with its implications for structure, that will convey clearly and convincing the characteristics of organization essential to make such programs and services a reality for all.

Summary — Many potential reviewers will not read the entire paper. A one or two page summary is needed for these people. Can you condense your entire position paper into a one or two page outline or report? Then, those that want more information can read your paper in order to get more detail or supporting information. When your paper is prepared for general distribution, this two page summary will be edited to fit a general format for all papers, and will be placed at the beginning of the position paper.

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